

THE ANNUAL REPORT
OF THE GOVERNOR OF
THE MORO PROVINCE

FOR FISCAL YEAR ENDED JUNE 30, 1907

BY

BRIG. GEN. TASKER H. BLISS

UNITED STATES ARMY

GOVERNOR

MANILA
BUREAU OF PRINTING
1907

THE ANNUAL REPORT OF THE GOVERNOR OF THE MORO PROVINCE

FOR FISCAL YEAR ENDED JUNE 30, 1907

BY

BRIG. GEN. TASKER H. BLISS

UNITED STATES ARMY

GOVERNOR

MANILA
BUREAU OF PRINTING
1907

Mr. P. P. P. P. P.

ANNUAL REPORT OF THE GOVERNOR OF THE MORO PROVINCE FOR THE FISCAL YEAR ENDED JUNE 30, 1907.

OFFICE OF THE GOVERNOR, MORO PROVINCE,
Zamboanga, September 10, 1907.

SIR: I have the honor to submit the following report as governor of the Moro Province for the fiscal year ended June 30, 1907. The tabulated statements showing the financial condition of the province are taken from the report of the treasurer.

FINANCE.

Disbursements of provincial funds in the Moro Province during the fiscal year 1907.

PROVINCIAL EXPENDITURES.

Item.	Moro Province.	District of—					Total.
		Zamboanga.	Sulu.	Cotabato.	Lanao.	Davao.	
Executive:							
Personnel	P15,969.54	P9,437.81	P12,923.96	P4,018.55	P9,382.93	P10,688.82	P62,421.61
Fund for provincial governor	819.05			13.30		113.50	945.85
Telegrams, postage, etc	1,005.62	200.00	108.00	288.00	465.00	28.00	2,094.62
Transportation and per diems	158.00	1,155.45	322.00	433.50	974.00	1,654.77	4,697.72
Boats' crews		1,114.60					1,114.60
Total	17,952.21	11,907.86	13,353.96	4,753.35	10,821.93	12,485.09	71,274.40
Treasury:							
Personnel	18,100.00	10,129.16	4,812.47	4,886.46	3,689.80	5,989.92	47,607.81
Premium on bonds	2,869.52						2,869.52
Postage, telegrams, etc	1,063.04		75.00	170.00	425.00	90.00	1,823.04
Transportation and per diems	1,932.97		226.49	126.66	721.25	689.94	3,697.31
Commissions on cedulas, board of assessors		205.15	270.75	528.50	90.00	9.50	1,103.90
Total	23,965.53	10,334.31	5,384.71	5,711.62	4,926.05	6,779.36	57,101.58
Education:							
Personnel	14,067.03	40,720.67	5,966.33	4,702.23	8,162.41	9,906.03	83,524.70
Transportation and per diems	495.81	1,559.79	5.00	40.00	17.95	24.30	2,142.85
Postage, telegrams, etc	250.25						250.25
Rents		3,462.67	905.47	84.00	636.64	390.00	5,478.78
Minor construction and repair		742.13		504.03		294.06	1,540.22
Supplies	10,826.02						10,826.02
Night schools		315.00	334.00		384.00	201.00	1,234.00
Total	25,639.11	46,800.26	7,210.80	5,330.26	9,201.00	10,815.39	104,996.82

Disbursements of provincial funds in the Moro Province during the fiscal year 1907—Cont.

PROVINCIAL EXPENDITURES—Continued.

Item.	Moro Province.	District of—					Total.
		Zamboanga.	Sulu.	Cotabato.	Lanao.	Davao.	
Justice:							
Personnel	P12,232.62			P42.20			P12,274.82
Miscellaneous		P6,835.66	P1,601.35	1,107.86	P1,852.28	P2,405.20	13,802.35
Calarian prison—							
Equipment	1,373.61						1,373.61
Maintenance	10,279.41						10,279.41
Total	23,885.64	6,835.66	1,601.35	1,150.06	1,852.28	2,405.20	37,730.19
Commerce:							
Moro exchange, personnel		4,620.78	550.00				5,170.78
Repairs and equipment		1,001.34	35.00		48.30		1,084.64
Miscellaneous		57.50					57.50
Ship subsidies	18,778.33					3,092.60	21,870.93
Bonded warehouse, rents	375.00						375.00
Total	19,153.33	5,679.62	585.00		48.30	3,092.60	28,558.85
Agriculture:							
San Ramon farm, salaries	9,322.63						9,322.63
Contingent	1,820.40						1,820.40
Total	11,143.03						11,143.03
Health:							
Personnel	3,335.00		.33				3,335.33
Contingent	3,639.66						3,639.66
Total	6,974.66		.33				6,974.99
Launches: Maintenance	13,034.08						13,034.08
Customs: Refunds			116.14				116.14
Public works and supply:							
Personnel	13,352.10				1,200.00		14,552.10
Maintenance—junior engineer	3,199.92						3,199.92
Repairs public buildings		846.91	54.12			506.87	1,407.90
Transportation freight	5,044.79		3.00		73.71	20.63	5,142.13
Maintenance roads and bridges		7,837.17	195.00	748.90			8,781.07
Total	21,596.81	8,684.08	252.12	748.90	1,273.71	527.50	33,083.12
Supply department—							
Personnel	2,997.90						2,997.90
Purchase of supplies	26,663.35						26,663.35
Total	29,661.25						29,661.25
Miscellaneous—							
Rents	2,940.00		440.00	300.00	600.00		4,280.00
Expenses	1,991.86						1,991.86
Total	4,931.86		440.00	300.00	600.00		6,271.86
PUBLIC WORKS.							
Provincial building, Zamboanga	87,204.05						87,204.05
District building, Lami-tan		528.69					528.69
Roads and bridges, Zam-boanga		4,887.64					4,887.64
School sites		4,500.00					4,500.00
Tetuan-Mercedes road		27.50					27.50
Santa Maria Creek bridge		145.67					145.67
Repairs to wharves and docks, etc.		8.00					8.00
Barracks, Calarian prison		206.85					206.85

Disbursements of provincial funds in the Moro Province during the fiscal year 1907—Cont.

PROVINCIAL EXPENDITURES—Continued.

Item.	Moro Province.	District of—					Total.
		Zam-boanga.	Sulu.	Cotabato.	Lanao.	Davao.	
PUBLIC WORKS—cont.							
Santa Maria road		₱430.00					₱6.37
Jolo-Asturias road			₱6.37				1,103.01
Moro exchange, Jolo			1,103.01				1,103.01
Repair and construction of dock, Jolo			168.09				168.09
Curbs and sidewalks			3,999.97				3,999.97
Streets and buildings, Siasi			161.55				161.55
Construction Tulai bridge			188.36				188.36
District building, Davao						₱508.86	508.86
District jail, Davao						3.15	3.15
Santa Cruz-Davao beach road						174.74	174.74
Construction school, Mati						42.17	42.17
Telephone line						220.63	220.63
Governor's office and dwelling					₱157.50		157.50
Survey, Dapitan					410.85		410.85
Total	₱87,204.05	10,734.35	5,627.35		568.35	949.55	105,083.65
Grand total	285,141.56	100,976.14	34,571.76	17,994.19	29,291.62	37,054.69	505,029.95

CUSTOMS EXPENDITURES.

	Salaries and wages.	Contingent.	Total.
Port of Zamboanga	₱16,324.11	₱2,640.41	₱18,964.52
Port of Jolo and subports	28,336.57	2,643.46	30,980.03
Total	44,660.68	5,283.87	49,944.55

RECAPITULATION.

Provincial expenditures	₱505,029.96
Customs expenditures	49,994.55
Total	555,024.51

Statement of revenues of the Moro Province for the fiscal year 1907.

PROVINCIAL RECEIPTS.

Item.	Moro Province.	District of—					Total.
		Zamboanga.	Sulu.	Cotabato.	Lanao.	Davao.	
Land		₱20,715.92	₱3,289.51	₱1,622.87	₱3,148.54	₱4,643.69	₱33,420.53
Registration of property		410.05					410.05
Moro exchanges		6,608.53	2,080.29				8,688.82
Cedulas, Moro, non-Christian		3,370.00	4,846.00	6,548.00	2,281.00	4,754.00	21,799.00
Cedulas, Act No. 1189							
Philippine Commission		6,291.00	1,466.00	925.00	7,278.00	8,197.00	24,157.00
Arms permits		241.00	43.60	181.00	222.00	861.00	1,548.60
Tribal-ward court fines		296.10	40.00			58.00	394.10
Sale of products, San Ramon farm		12,548.15					12,548.15
Sale of products, trades schools		1,566.07					1,566.07
Provincial licenses		1,700.00	3,075.00				4,775.00
Sale of Chinese tobacco			13,880.69				13,880.69
Miscellaneous		223.95	73.37				297.32
Provincial fines		33.00	10.00	199.00	13.00		255.00
Internal-revenue refunds	₱97,696.42						97,696.42
Total	97,696.42	54,003.77	28,804.46	9,475.87	12,942.54	18,513.69	221,436.75

Statement of revenues of the Moro Province for the fiscal year 1907—Continued.

CUSTOMS RECEIPTS.

Item.	Port of—					Total.
	Zam-boanga.	Jolo.	Bongao.	Jurata.	Sitanki.	
Duties on merchandise imported	P189,265.23	P155,079.12	P353.88	P2,381.86	P1,907.08	P348,987.17
Duties on merchandise exported	5,601.38	4,859.24	53.04	297.82	188.70	11,000.18
Tonnage	1,393.56	411.12	5.16	18.40	9.34	1,837.58
Storage, labor, and drayage	590.96	29.61				620.57
Fines, penalties, and forfeitures		676.00	5.00			681.00
Licenses		26.58				26.58
Sale of customs stamps	2,235.70	1,527.30	183.50	151.70	227.00	4,325.20
Immigration tax	592.00	516.00	4.00	2.00	19.00	1,133.00
Miscellaneous fees	688.11	590.00	5.00	5.00		1,288.11
Sale of blank forms	115.40	85.43	12.41	13.06	24.49	250.79
Lighterage and harbor license	36.98					36.98
Duties on merchandise sold		16.50	71.54			88.04
Total	200,519.32	163,816.90	693.53	2,869.84	2,375.61	370,275.20

RECAPITULATION.

Provincial	P221,436.75
Customs	370,275.20
Total	591,711.95

Internal-revenue collections (Insular).

Item.	District of—					Total.
	Zam-boanga.	Sulu.	Cotabato.	Lanao.	Davao.	
Internal-revenue stamps	P21,363.93	P13,539.12	P5,787.77	P9,921.61	P14,050.98	P64,663.41
Documentary stamps	1,243.74	468.32	158.96	429.32	660.70	2,961.04
Opium	15,668.95	16,979.71	2,739.79	1,456.19		36,844.64
Forestry	6,826.05	656.10	1,471.71	342.11	1,813.79	11,109.76
Total	45,102.67	31,643.25	10,158.23	12,149.23	16,525.47	115,578.85

Table giving classification of municipal revenues as taken from the accounts of district treasurers, and shown by districts.

Item.	District of—					Total.
	Zam-boanga.	Sulu.	Cotabato.	Lanao.	Davao.	
Fisheries		P15.00		P109.65		P124.65
Cattle registration	P158.00	812.00	P274.00	1,218.00	P2,567.00	5,029.00
Rents and profits	11,100.61	3,454.11	1,694.27	4,928.01	2,953.67	24,130.67
Licenses	17,069.85	10,426.55	10,727.00	13,888.12	5,060.51	57,172.03
Fines	1,851.41	1,248.43	7,273.14	9,757.43	5,554.37	25,684.78
Lineal frontage		2,123.78	455.24		487.70	3,066.72
Latrine		1,034.45			962.47	1,996.92
Refunds	1,099.47	96.83			.50	1,196.80
Internal-revenue, municipal	1,814.80	242.50	1,510.00	1,032.50	1,122.50	5,722.30
Opium users' certificates	1,030.00	1,195.00	75.00	585.00	40.00	2,925.00
Street cleaning		571.00				571.00
Sale of stray animals				38.20		38.20
Total	34,124.14	21,219.65	22,008.65	31,556.91	18,748.72	127,658.07

Statement showing the deposits and withdrawals of funds not classed as provincial revenue for the fiscal year ending June 30, 1907.

	Congressional relief funds.	Subsidies, Sultan of Sulu.	Anchors and buoys.	Arrastre.	Extra services, customs employees.
Balance July 1, 1906.....	₱21,405.47		₱4,680.90	₱1,573.58	
Deposits.....	2,995.60	₱15,062.50		3,024.59	₱408.75
Total.....	24,401.07	15,062.50	4,680.90	4,598.17	408.75
Withdrawals.....	23,461.00	15,062.50		2,100.00	408.75
Disbursements.....			3.62		
Balance June 30, 1907.....	940.07		4,677.28	2,498.17	
Total.....	24,401.07	15,062.50	4,680.90	4,598.17	408.75

Statement showing customs receipts for the fiscal years 1904 to 1907, inclusive, and cost of collection as against receipts.

Fiscal year.	Amount of collections.	Cost of collecting (per cent).
1904.....	₱222,388.77	23.9
1905.....	263,242.13	20.8
1906.....	318,394.10	16.7
1907.....	370,275.20	13.5

Comparative statement showing percentage of increase and decrease in customs revenues, by ports, for the fiscal years 1906 and 1907.

Port.	1906.	1907.	Increase (per cent).	Decrease (per cent).
Zamboanga.....	₱178,776.86	₱200,519.32	12.2	
Jolo.....	134,262.39	163,816.90	22	
Bongao.....	2,913.57	693.53		76.2
Jurata.....	2,228.96	2,869.84	28.7	
Sitanki.....	209.32	2,375.61	134	

Statement of exports as shown by records of collectors of customs, for the fiscal years 1906 and 1907.

Port.	1906.	1907.	Increase (per cent).
Zamboanga.....	₱259,538.00	₱398,790.00	53.33
Jolo.....	142,533.00	183,707.00	28.8
Total.....	402,071.00	582,497.00	

*Statement showing the general revenues and withdrawals for general provincial purposes
for the fiscal year ended June 30, 1907.*

DEBITS.	
On hand July 1, 1906	P51, 054. 40
Provincial revenues	121, 954. 03
Customs revenues	368, 912. 90
Refunded by Insular Treasurer	97, 696. 42
Repayments by appropriation	11, 750. 66
Exchanges of currency	20. 92
Miscellaneous refunds	69. 70
Total	651, 459. 03
CREDITS.	
Withdrawals from appropriations	591, 792. 93
Balance on hand June 30, 1907	59, 666. 10
Total	651, 459. 03

*Statement of expendable property issued to the various departments during the fiscal year
1907.*

Executive	P4, 849. 23
Treasury	3, 616. 68
Education	234. 71
Justice	280. 20
Public Works and Supply	46. 68
Total	9, 027. 50

*Statement showing cost of maintaining the various departments of the government of the
Moro Province, as against the revenues, for the fiscal year 1907.*

	Per cent.
Executive	12. 8
Treasury	10. 2
Education	17. 7
Justice	6. 4
Commerce	4. 8
Agriculture	1. 8
Health	1. 1
Launches	2. 2
Public Works and Supply, salaries and miscellaneous	4. 5
Public Works and maintenance	24. 8
Customs	8. 4

Cost of expendable supplies furnished each department is included in these figures.

Statement showing increase or decrease of provincial revenues, fiscal years 1906 and 1907.

Class.	1906.	1907.	Increase.	
			Amount.	Per cent.
Provincial collections	P204, 536. 12	P221, 436. 75	P16, 900. 63	8. 26
Customs collections	318, 391. 10	370, 275. 20	51, 884. 10	16. 2
Total	522, 927. 22	591, 711. 95	68, 784. 73	13. 15

Statement showing balance available for appropriation on July 1, 1907, after deducting outstanding obligations.

CREDITS.

Balance on hand June 30, 1907	₱67,781.62
Unexpended balances to be returned by disbursing officers	29,157.17
Internal revenue due from Insular Government	24,546.32
June collections not yet deposited	5,562.11
Total	127,047.22

DEBITS.

Amount due Insular Government, customs expenditures	88,041.49
Other outstanding obligations	21,570.01
Balance in favor Moro Province	17,435.72
Total	127,047.22

Statement of financial condition of the Moro Province June 30, 1907.

CREDITS.

Balance on hand June 30, 1907	₱67,781.62
Unexpended balances to be returned	29,157.17
Unexpended balances, public works	2,529.32
Collections undeposited	5,562.11
Internal revenue due from Insular Government	24,546.32
Total	129,576.54

DEBITS.

Amount due Insular Government, customs expenditures	88,041.49
Other outstanding obligations	21,570.01
Balance in favor Moro Province	19,965.04
Total	129,576.54

This statement includes all funds in the hands of disbursing officers and all collections undeposited.

Statement showing receipts and disbursements and balance remaining on hand of municipalities of the Moro Province, fiscal year 1907.

Municipality.	On hand July 1, 1906.	Received during fiscal year 1907.	Total.	Disbursed during fiscal year 1907.	Balance on hand June 30, 1907.	Total.
Zamboanga	₱4,031.92	₱36,691.74	₱40,723.66	₱35,891.71	₱4,831.95	₱40,723.66
Jolo	1,474.15	19,122.24	20,596.39	17,620.90	2,975.49	20,596.39
Siasi	153.17	2,100.91	2,254.08	1,931.43	322.65	2,254.08
Davao	1,075.77	11,021.40	12,097.17	10,748.80	1,348.37	12,097.17
Caraga	441.49	1,799.45	2,240.94	1,109.83	1,131.11	2,240.94
Cateel	35.65	1,466.85	1,502.50	1,004.99	497.51	1,502.50
Baganga	779.18	3,035.03	3,814.21	1,328.34	2,485.87	3,814.21
Mati	1,273.69	1,376.00	2,649.69	2,058.39	591.30	2,649.69
Cotabato	1,854.20	8,181.34	10,035.54	7,989.99	2,045.55	10,035.54
Parang	1,886.92	15,198.37	17,085.29	15,433.40	1,651.89	17,085.29
Iligan	5,117.41	13,194.70	18,312.11	10,914.70	7,397.41	18,312.11
Dapitan	6,759.00	14,747.17	21,506.17	11,602.52	9,903.65	21,506.17
Malabang	1,582.28	5,887.03	6,969.31	4,297.04	2,672.27	6,969.31

The treasurer's report shows a gratifying increase in receipts, the fiscal year closing with sufficient cash in the treasury to cover all outstanding liabilities, and leaving a balance on hand.

The organic law of the province has been modified by Act No. 1631 of the Philippine Commission, under which the legislative council may, by resolution, abolish the office of district treasurer in any district where the duties thereof are to be performed by the provincial treasurer, and may reestablish said office when it shall deem such action expedient. In accordance with this law the legislative council, by its resolution of June 25, 1907, abolished the office of district treasurer of Zamboanga, resulting in an annual saving of ₱3,920 to the province.

The customs receipts show a healthy increase, and exports a large increase. The maintenance of the subports of entry in this province continues to be for it a losing investment. The subport of Bongao showed a decrease in revenue of 76.2 per cent during the year, and was ordered closed on September 1 by the Government in Manila. Sitanki is developing a good trade in dried fish. During the year a light wharf and warehouse were constructed by the local merchants and the South Philippines Steamship Company for handling this article and other products of the sea. It is possible that this port may become a paying one in the future.

It is believed that great benefit would accrue to the province if the port of Davao were opened, as requested by the legislative council under date of October 24, 1906. At present the government of the province is getting practically no benefit from the hemp exported from the province and from imports used in the district of Davao. Earnest efforts will be made to handle as much of this trade as can be secured by legitimate methods through ports in the Moro Province.

The payment of collectors of customs and all expenses connected with the administration of the customs service in the Moro Province should be made directly by the treasurer of the Moro Province. The present method involves a deposit with the Insular Treasurer to the credit of the various collectors of customs and the disbursement of this amount by the collectors in person. The method is cumbersome and involves unnecessary work for the collectors of customs and a division of property responsibility which results in loss to the Moro Province, since property for the customs service, hitherto purchased with provincial funds, has been taken up by collectors on their property returns as Insular property. A modification of the method of handling the property has already been approved by the Insular Collector of Customs, and in future all purchases of supplies, both expendable and nonexpendable, for custom-houses in the Moro Province, will be made by the engineer of the province and the articles issued to collectors of customs on memorandum receipt, the provincial engineer being accountable and rendering returns for the articles so issued.

The act of the Philippine Commission organizing the government of the Moro Province set apart for its financial support the customs revenue actually collected at ports of entry in the province. It is manifestly a matter of growing interest to various persons that importations demanded by the growing wealth and industry of the province should be entered at other ports of the Islands and transshipped hither. It is of equal manifest interest—more, it is of vital importance—to the provincial government that the largest part possible of these importations be entered at provincial ports and pay duty here. In order to perform even a small part of the work devolving upon it, the government must not only do everything possible to protect its existing revenue, but also to increase it. Measures taken for this purpose are sure to prove obnoxious to some interests which have no responsibilities connected with the administration of this government. We have had to work hard for our revenue and must continue to do so until some other method of financial support is devised.

PUBLIC WORKS.

The expenditures in this department during the year and the objects on which expended are shown in the statements under the heading "Finance." For the current year ₱110,050 have been appropriated for new work on public buildings, roads, trails, wharves, custom-houses, etc., ₱46,221 for maintenance, and ₱40,000 for supplies.

The steady policy of the provincial government has been to do the most that it can with its revenues and to keep out of debt. As the annual appropriations are made in advance of receipt of the revenue the new works can be undertaken, in the order of their assumed importance, only as sufficient money therefor has accumulated.

The policy of keeping out of debt is, in the abstract, a sound one, but sometimes the incurring of debt is good business. The provincial government during the past year wished to borrow ₱500,000 to be expended in much-needed public works, and to be secured on the customs receipts. Even with no increase in our revenue this debt could be extinguished in a comparatively short term of years. But these works would at once greatly increase the revenues of the province, still further shortening the period of the debt and increasing the security. It will be years before they can be undertaken through the ordinary increase in the revenue. It was found, however, that there was no power under the law to obtain the loan in the way proposed and the idea had to be abandoned.

During the past year the most important work under way was the new provincial building. At the close of the year this was 95 per cent completed, and that part of it assigned to the treasury department had been occupied. At the date of writing this report the building is completed and occupied by the various branches of the government and by the Court of First Instance.

The allotment from the Congressional relief fund for work on the Iligan-Lake Lanao road having become exhausted in November, 1906, the work was turned over to the Quartermaster's Department, United States Army, by whom it has been continued since that date. This road is now in excellent condition and has given no trouble during the year. Bridges on the Camp Overton-Iligan road have all been completed excepting that over the Iligan River.

The roads in the vicinity of Zamboanga have been maintained in fair condition, although the original light character of the construction is now beginning to show up and extensive repairs will be needed during the coming year. A 46-foot reinforced-concrete arch bridge has been constructed during the past year at Putig on the Mercedes road at a cost of less than ₱4,000, proving conclusively that this style of construction, if supervised by a competent man, is practically no more expensive than a wooden bridge of like dimensions and strength, and when the question of durability is considered, the comparative advantages of the concrete-steel construction are most evident. Only one-half mile of new road has been constructed during the year on account of lack of funds.

The various municipalities have done more or less municipal work during the year. In Jolo the curbs and gutters have been completed and it is hoped that arrangements can be made to connect with the water and sewerage systems installed by the military authorities in Jolo. In Davao the streets have been graded, ditched, and partly metaled, and a strong and durable market with galvanized-iron roof and hardwood harigues has been constructed, largely by voluntary contributions of labor and material. In Parang the streets have been graded, ditched, and metaled, an excellent bridge constructed across the Nituan River, a road thereto built from the town, and a schoolhouse constructed, partly with municipal funds and partly with provincial funds. In Zamboanga a large amount of street work has been done, involving curbs, a small amount of sidewalk, and also metaling of the streets. A municipal market of steel with concrete flooring has been ordered, the material received, and construction started.

During the coming year it is hoped that the amount of road work done may be largely increased, as more funds will be available, not only from current revenues, but a large amount of labor and money should be available under the new road law of the province.

EDUCATION.

During the greater part of the year the provincial governor has been *ex officio* superintendent of schools; the work of administration has been actually performed by Mr. Charles R. Cameron, the assistant superintendent, to whom the entire credit for this administration is due. Mr. Cameron has, since the close of the fiscal year, been appointed

superintendent of schools, under authority granted by the Philippine Commission in its Act No. 1673. The following data are taken from his report.

During the year there was an average of 21 American teachers on duty in the Moro Province. Of this number 4 were engaged in advanced or industrial instruction, 3 were deputy superintendents engaged partly in the work of supervision, 7 were engaged in primary instruction of Moros, and 7 in primary instruction of Filipinos.

During the year there was an average of 65 native teachers on duty—43 men and 22 women. Fifty-six were Christian Filipinos and 9 were Moros. Of the 56 Christian Filipinos, 2 gave instruction exclusively in Spanish and 54 gave instruction in English. Of the 9 Moro teachers, 4 gave instruction exclusively in Moro and 5 gave instruction in English. Of the 59 native teachers who gave instruction in English, 43 had received a grade of instruction equaling or exceeding the primary course. As regards ability to teach, 23 were able to teach the primary course in its entirety, while 3 of this number could teach Grade V. The current school year will see a rapid increase in attainments and ability to teach, owing to the appointment of graduates and students of the Zamboanga provincial school, and it is hoped in a few years more to eliminate from the service practically all native teachers who are unable to teach the entire primary course. The assistant superintendent reports:

In communities where Moros predominate and Moro sentiment is strong, Christian Filipinos are unable to act as teachers. Moros qualified to be teachers are as yet few in number, and consequently it is often necessary to assign Americans to the Moro schools. This explains the fact that the same number of American teachers is engaged in the Filipino and Moro primary schools, although the enrollment of the former is six times that of the latter.

The remoter districts of this province, through their backwardness and their isolation during part of the year, offer considerable hardships to the American teachers. Some of the latter have been stationed in Moro settlements where food and even good shelter have been difficult to obtain. In spite of all these trials, however, the American teachers, with scarcely an exception, have performed their tasks with the greatest fidelity. At the beginning of the current school year the legislative council authorized two additional American teachers, class 8, and therefore, although a smaller number will be employed during the current year, the rate of pay will be higher. It is hoped that the future will see a steady increase in the pay of the American teachers. In that way, as the increasing efficiency of the native force makes possible a gradual reduction in the number of American teachers, the liberal promotion of the latter will enable the province to obtain and hold the very best school men available.

The average monthly salary of native men teachers employed last year was ₱37.32, and that of native women teachers, ₱26.13. These figures may be compared with the compensation received by municipal teachers in the Bureau of Education during the school year 1905-6, which averaged ₱18.01 for the men and ₱17.62 for the women. Recently the legislative council has authorized the employment of 10 additional native

teachers, and when these new positions are filled it is probable that in no province outside of the city of Manila will native teachers be so well paid as in the Moro Province.

During the school years 58 schools were in operation in the province. Of this number 55 were primary, 2 were purely industrial, and the remaining one was the provincial school of Zamboanga. Three schools were discontinued during the year—one at Bongao, district of Sulu; one at Caraga, district of Davao; and the girls' school of Dapitan, subdistrict of Dapitan. The first was closed on account of economic conditions, which caused the emigration from Bongao of a large part of the Moro inhabitants. The other two were closed on account of lack of support on the part of the people. On the other hand, however, three new schools were established—one at Boston, district of Davao; one at Santa Filomena, district of Lanao; and one at Parang, district of Sulu.

Night schools were maintained during the year in Zamboanga, Jolo, Iligan, and Davao. These schools are not considered to be an essential feature of our educational system, and from motives of economy have been discontinued.

Two vacation normal schools for native teachers were held during the year. One normal school was held during the months of January and February, during which months the native schools not under charge of American teachers were given a vacation on account of harvest time. The other was held during the regular long vacation in the months of April and May. In both of these normals the greatest emphasis was laid upon industrial work. During the morning session the ordinary subjects were taught, but the afternoon was devoted solely to industrial work.

Closely related to the work of the vacation normal schools is that of the Saturday class for native teachers, held in Zamboanga each year from July to December. All native teachers stationed within a radius of 5 miles are required to attend and receive instruction from the American teachers detailed therein. This class also offers an excellent opportunity for explanation of all questions of school policy and management which may arise during the year and thus, in a way, compensates for the lack of supervision. In respect to the difficulties attending school inspection and supervision, the assistant superintendent reports as follows:

The 55 primary schools of this province minister to the needs of 28,766 square miles—one school to each 523 square miles. From the school of Boston, district of Davao, to that of Siasi, in the district of Sulu, is a journey of 750 miles, while a complete inspection of provincial schools necessitates about 3,000 miles of travel. From these figures will readily be apparent the enormous difficulties attending school inspection and supervision in the Moro Province. Up to the present year, most of the supervision has been carried on from this office, but the insufficiency of such inspection is obvious. The increasing efficiency of the native teaching force and the corresponding reduction in the number of American teachers engaged in primary work makes it financially possible to assign a

certain number of American teachers to the work of supervision. Such action is rendered feasible by the fact that most of the primary schools of the province are grouped within a radius of 50 or 100 miles from certain centers. The entire province has therefore been divided into the supervising districts of Zamboanga, Jolo, Iligan, Cotabato, Davao, and Baganga, and the coming school year will see supervisors at work in three or four districts. Supervisors are expected to make the rounds of their districts once a month and remain from three days to a week in each school. It is hoped eventually to place supervising teachers in all these districts, with possibly an additional district in Dapitan. The legislative council has recently made provision for the commutation of transportation in the case of supervising teachers who furnish their own horses, and such commutation has been granted to one supervisor.

On September 1, 1906, a new primary course of instruction was issued for the schools of this province, providing for four years of primary study, and laying great emphasis upon industrial work. Upon this new course of instruction the assistant superintendent reports as follows:

Considering this kind of education from a practical standpoint, we find that certain conditions are essential to the best results.

(a) The work prescribed should be simple, so as to require the minimum outlay for tools and at the same time provide the maximum amount of manual training. (b) The work should be suited to the locality in which it is taught; that is, it should be either a standard local industry which can advantageously be taught to the children, or some new industry which it is feasible and desirable to introduce. (c) The materials should be cheap, or, better still, obtainable by the children themselves. (d) The produce should be useful, salable if possible, and (e) should be artistic, so as to develop to the highest degree the artistic sense of the pupil.

The industrial work prescribed in the new course was planned having in mind the foregoing considerations. Sticklaying, slat-plaiting, paper-folding, block-building, and other kindergarten occupations, the materials for which can usually be provided by the teacher, are prescribed for the first grade. Second-grade pupils take up the weaving of hats and mats, and other articles, from pandan and burf. One or the other of these materials can usually be obtained by the pupils themselves. Furthermore, the hat and mat industries, though of the greatest practical utility, are little practiced by the Christian Filipinos of this province. By the use of colors and patterns this weaving gives the pupil an opportunity to develop his artistic sense. In the first and second grades the boys and girls work together. In the third and fourth grades, however, the work of the sexes is separated, the boys taking up rattan working and the girls needlework. Both of these branches of industry conform very closely to the requisites enumerated above. During the intermediate course the girls continue needlework, while the boys spend one hour each day in carpentry.

Great difficulties have attended the introduction of industrial work in our primary schools. Principal among these has been the unfamiliarity of the teachers themselves with industrial instruction. This defect, however, has been partly overcome by careful training in the normal schools and by occasional rigid inspections of work done. As a result, practically every child attending the public schools during the past year has received a certain amount of instruction in industrial work. A little consideration will show the great economic value of even a limited amount of such training. For example, considerable emphasis

has been laid upon the fabrication of the common hat woven from buri leaves, which retails for 25 centavos. The materials are usually obtained by the children and cost nothing. If each child enrolled in our primary schools last year had made a single hat of this kind, the economic saving to the community would have been ₱1,257.50 during the lifetime of a hat, which is certainly not more than a year. If we assume that there are in this province 30,000 Christian Filipinos of the male sex, and that all, or at least one member of each family, has acquired the ability to make a hat, then the economic saving of a generally disseminated knowledge of hat making would be about ₱7,500 per annum.

During the year, 3,454 male and 1,940 female pupils were enrolled in the public schools of the province, with an average daily attendance of 1,887 male and 1,081 female pupils. The total enrollment was, therefore, 5,394, with an average daily attendance of 2,968. This shows an increase over last year of 27 per cent in enrollment and 47 per cent in attendance. The figures for each year since the organization of the Moro Province are as follows:

School year.	Total enrollment for year.	Average daily attendance.
1903-4	2,114	1,582
1904-5	3,617	2,033
1905-6	4,235	2,021
1906-7	5,394	2,968

The total enrollment of 5,394 for 1906-7 includes 4,414 Christian Filipinos, 793 Moros, 165 pagans, and 22 Americans. Reckoning about 60,000 Christian Filipinos in the province, there are 12,000 children of school age, one-third of which, or 4,000, should be in school at one time, according to the standard fixed in the Bureau of Education. It therefore appears that, so far as the Christian Filipinos are concerned, our enrollment has already passed this limit. However, it may be maintained that as our primary course has been lengthened to four years, the percentage of children in school at one time should also be raised, the purpose being to give every child in the community an opportunity to complete the primary course while of school age. Considering, then, that this course may be pursued at any time between the sixth and sixteenth years—a period of ten years—four-tenths of 12,000 or 4,800 children, should be in school at one time. Even from this calculation our enrollment falls less than 400 short of the required number. It is necessary to consider in this connection, however, that an unusually large proportion of the Christian population of this province live in the country and in detached hamlets which it is not practicable to reach with schools.

The density of population of the Archipelago is 67 inhabitants to the square mile. The density of the Moro Province alone is 15 to the square mile. It is not at present practicable to support a school in any barrio where the school population falls below 40—that is, a barrio having a population of 200—the average attendance in the primary schools of the north for 1905-6 having been over 100. We learn from the census reports that but 7 per cent of the Christian population of the north live in barrios of less than 200 population, while in the subdistrict of Dapitan, Moro Province, 30 per cent of the Christians live in barrios falling below this limit. Although the census reports give no definite information covering the whole province, it is probable that, on the average, 20

per cent of our Christian population live in barrios of less than 200 inhabitants. There are then living beyond the reach of the schools of the province 13 per cent more of the Christian population—1,560 children of school age—than live under similar conditions in the north. Here practically every Christian barrio of sufficient size is already provided with a school, and we may therefore conclude that so far as the Christian population is concerned, our school system at present covers practically the whole field with all necessary thoroughness.

We find conditions far different, however, when we consider the Moro and pagan peoples. The Moro Province has about 50,000 Moro children and 28,000 pagan children of school age. Twenty thousand Moro children and 11,200 pagan children should therefore be in school at one time, yet last year's enrollment shows but 793 Moros and 165 pagans. This enormous discrepancy between the proportion of Christian and non-Christian children enrolled is due to various reasons aside from the greater natural friendliness of the Christians toward our schools. One fact which has greatly influenced patronage of the schools is that the Christian population, although exceedingly scattered as compared with the north, is nevertheless vastly more compact than the non-Christian population. The former, being composed almost wholly of immigrants who have settled around Spanish or American garrisons, is centered near the seaports or along the coast in places easy of access. The necessity for self-defense has made these settlements comparatively few. On the other hand, the nomadic pagan tribes wander over the vast interior territory, forming few villages, and these, at best, have a constantly shifting population. Pagan villages of sufficient size to support a school are therefore practically nonexistent. The few pagan children enrolled are members of families who have been attracted to already existing settlements by the more stable conditions of life. In the possibility of such attraction lies the hope of the future. Migratory habits are induced largely by the quest for food and the absence of vested property interests, the latter due to a feeling of insecurity. If adequate protection for property and an unfailing means of livelihood be provided, the primary cause of nomadic habits among our pagan tribes will have been removed. The necessary conditions seem to be fulfilled in the agricultural settlements which have been formed amid the wild tribes dwelling around the Gulf of Davao. Here we find villages of considerable size growing up on the hemp and cocoanut plantations which have been established so extensively in the Davao country since the American occupation. Labor on the plantation furnishes a never-failing means of gaining a livelihood, while property which may be accumulated is perfectly protected.

In a word, certain progress in civilization must be made before the schools, as ordinarily understood, can begin effective work. As a preparatory step, the wild man must establish communal relations and learn to be an orderly and useful member of society, however crude that society may be. Then and only then can the schools begin their task of individual and social development.

The Moros, who inhabit both the interior and the seacoast, break very slowly with their ancient migratory habits, and their villages, though quite numerous, lack permanence. Precisely the same measures which will counteract these conditions among the pagans are applicable to the Moro communities.

It appears, then, that the solution of the non-Christian problem lies in the greatest possible encouragement of the agriculture, manufacturing, and commerce of the Moro and pagan peoples. The development of these branches of industry will induce community life and the accumulation of property—conditions themselves highly civilizing as well as essential to the establishment of schools. (Report of assistant superintendent.)

In his report to the governor the assistant superintendent of schools strikes the keynote of the situation in his remarks upon the immediate purpose of our system of education in the primary schools of the Moro Province:

It is essential for the Filipino child to know how to live, not in the highly organized society of America or Europe, but here in his own native land, surrounded by more primitive conditions. And if this is the true purpose of education, it would be foolish for us to impose upon the great mass of the Filipino peoples an education calculated to fit them for life under conditions which do not obtain in their native land, and which, even under the most favorable circumstances, can not obtain there for generations to come. It is, indeed, a legitimate purpose of education to stimulate healthy, natural growth to the utmost. We are therefore justified in teaching in the schools concepts a step in advance of existing conditions, that our pupils may be fitted to lead in the national development. But no step in the orderly development of national life can be slighted or omitted. The foundations must be well and firmly laid if we wish to raise an enduring superstructure.

We have then to consider what is the next step to be taken in the orderly development of the people of this province. Few will gainsay the assertion that no considerable progress in culture or in any phase of national life can take place without the practical basis of material prosperity. And material prosperity in the Moro Province means agricultural and industrial expansion. The immediate purpose of education in our primary schools should be, then, to lay the solid foundations of prosperity by stimulating our agricultural and industrial development. That is, every primary school of our system, though including the ordinary subjects in its curriculum, should lay emphasis upon industrial or agricultural training. This does not mean, however, that opportunity should not be given to all who so desire to educate themselves for professional careers. It merely determines the kind of instruction which will be most useful to the vast majority of pupils whose opportunities for education are limited to the primary school.

Very little in the way of repairing or erecting school buildings has been done during the past year. This has been due, in a measure, to the ruling of the Insular Auditor that permanent improvements exceeding ₱250 could not be made upon land the title to which had not been duly registered. There are in the Moro Province upward of thirty-two school lots which have always been regarded as public property, but none of which has been registered. Many of the buildings situated thereon are in urgent need of repair, but, due to the length of time which experience has shown that registration proceedings require for completion, if the Auditor's ruling were strictly enforced a large proportion of our school-houses would have to be abandoned during the next two years and the province thereby lose thousands of pesos. Preliminary steps have been taken toward the registration of all lots claimed for school purposes, and it is hoped that, until registration proceedings are completed, the Auditor's ruling may be waived in the case of all school lots the titles to which are satisfactory to the provincial authorities.

The total cost of operating the educational department for the fiscal year 1907 was ₱104,996.82; or, deducting the cash revenue derived from the trades schools, a total actual cost of ₱103,430.75. This gives an average cost of ₱19.17 for each pupil, and ₱34.81 for each one of the average number of children in daily attendance. The average cost for the year 1906 was ₱66.30 in the Moro Province, as compared with an average cost of ₱12.53 in the northern provinces for the same year.

The reduction in the average cost for this province during the past year was due to the smaller number of American teachers; to the fact that a good stock of supplies was on hand at the beginning of the year; and to the increased average daily attendance. Our average expenditure per pupil, however, is still nearly three times that of the Bureau of Education. This is due to our more scattered population and our greater proportion of American teachers employed. Owing to the scattered population, the average daily attendance of each of our fifty-five primary schools for the last school year was about 50, while the corresponding figure for the Bureau of Education for the preceding year was over 100. Further, because of backward conditions here, it has been necessary to assign 14 American teachers (two-thirds of the whole number employed) to primary work. In the Bureau of Education practically no Americans are thus employed. If these 14 American teachers were stricken from our pay roll, this one item would reduce our cost per pupil from ₱34.81 to ₱25.62, and would still leave us about the proportion of American teachers (1 to 500 attendance) which obtained in the north during the year 1905-6. The greater average cost of education in the Moro Province is due entirely to the backward conditions which exist here, and a reduction can only come with the material development of the province.

The foregoing statement of conditions in the educational department of the Moro Province, as presented in the report of the assistant superintendent, shows the imperative necessity of a great increase in the revenues available for this department if any rapid increase in the education of the children of the province is desired. I fully agree with Mr. Cameron that the basis of our primary educational system should be very largely industrial, but the equipment and maintenance of trade schools, except those of the most elementary character, is very expensive. If ₱1,000,000 were to be immediately available for this purpose I am convinced that within ten years the educational progress along its true lines, reënforcing and hastening the material development of the people, would put this province at a point which it will not reach within a generation under present conditions.

THE SAN RAMON FARM.

Receipts and expenditures.

Receipts:

From sale of hemp.....	₱4,032.90
From sale of copra.....	7,934.02
From sale of seeds and plants.....	582.70
Total	₱12,549.62

Expenditures:

For salaries and pay rolls.....	8,570.02
For contract work on hemp and copra.....	1,805.85
Total	10,375.87
Balance in favor of the farm.....	2,173.75

Hitherto, the operations of the farm have resulted in a deficit. The results for the past fiscal year are mainly due to the adoption and use of improved patterns of tools and implements, and to economy in the use of the labor employed, and not to an increase of products. The copra crop has been less than in some former years, but the hemp crop shows an increase over former years.

The plan of paying a small percentage of the net profits of the farm to the superintendent in addition to his salary has worked well and will be continued for the ensuing year. During a portion of the present year ten provincial convicts have worked at the farm and have given such satisfaction that the number will be increased to thirty or forty as soon as proper quarters can be provided for them, which in all probability can be readily done by transforming part of the old sugar mill into a temporary prison. Hitherto, the principal difficulty in the profitable operation of the farm has been the lack of a sufficient and reliable force of laborers. During the year additional cocoanut trees have been planted, a small amount of new roads have been built, and plans prepared for an irrigation system, which will render the farm independent of the severe droughts to which this portion of the Zamboanga Peninsula is subject. One of the principal difficulties thus far in handling products of the farm has been the question of transportation. During the coming year it is hoped that a first-class wagon road may be built from San Ramon to Caldera Bay; a small wharf may then be constructed at the latter place at slight expense and the products of the farm can then be shipped without difficulty at all seasons of the year. This road and wharf will in addition be of the greatest value to the numerous cocoanut plantations adjacent to Caldera Bay.

OPERATION OF EXISTING LAWS AND NEW LEGISLATION.

The Tobacco Act has continued in satisfactory operation in Jolo without further complaint from interested parties. The income therefrom has, however, been greatly below that which was estimated at the beginning of the year.

The enforcement of the land tax in this province, as modified by Act No. 168 of the legislative council, has worked satisfactorily and has resulted in a great deal of new planting and working of land which hitherto had lain dormant.

A large increase in the number of cedula collections for the year as compared with 1906 is shown, particularly in Cotabato, where the activity of the district governor and secretary in traveling over new and unexplored country has given very satisfactory results. Act No. 174, authorizing the collection of the cedula tax among non-Christians by superintendents of Moro exchanges, has worked satisfactorily and has added to the increase in cedula collections already mentioned.

The compulsory school law has increased the attendance at schools both directly and indirectly, as the parochial schools, finding that children would be compelled to attend the public schools unless accommodations were provided for them at parochial schools, have shown great activity in improving the parochial schools and increasing their capacity.

Act No. 176, which permits the issue of shell-fishing licenses to any vessel wholly owned by citizens of the United States, etc., regardless of the locality of her construction, has resulted in the addition to that industry of a large pearling fleet, which has engaged in a growing and profitable business during the past year.

Under Act No. 180, providing for the compulsory employment of able-bodied prisoners serving sentence in district or municipal jails, a large amount of municipal work has been done by prison labor, and a decided improvement in the appearance of municipalities is evident.

Probably the most important legislation during the year was the passage by the legislative council of Act No. 187, known as the "Road Law of the Moro Province." Under this act every male inhabitant of the Moro Province who is subject to the payment of the poll or cedula personal tax shall labor on the public highways, bridges, wharves, or trails, for five days of nine hours each every calendar year, or pay the equivalent in cash of such days' labor. This act is along the lines of the Road Law of the Philippine Commission (Act No. 1511), with certain modifications required by local conditions in the Moro Province. The law seems to have been accepted in the Moro Province in a public-spirited way and no trouble is anticipated in enforcing its provisions. So far as the Moros and other non-Christians are concerned, in many

cases in the past, without special legislation, labor has been contributed by them for road and bridge building, notably in the vicinity of Parang, where trails have been constructed from Parang to Pollok and Buldung, and a bridge built across the Nituan River, practically without expense to the province.

LAND LAW.

The legislative council concurs with me in recommending the application of the Land Law in its entirety to the Moro Province.

FORESTRY AND FOREST PRODUCTS.

The year 1907 has shown a marked increase in the output of lumber from the province, due largely to the railroad construction in the north. A new sawmill has been established in Sibuguey Bay, and another one will be put in at an early date in the same locality, and it is hoped that the lumber business from Zamboanga alone, during the coming year, will approximate ₱50,000 per month. The prices of lumber still seem excessive as compared with American standards, and it is believed that the appearance of another mill in this locality will cause a decided drop in prices. The forests of the province are extensive, but thus far little information is available relative to their value and the possibilities of development. During the past year there has also been considerable development in the planting of rubber trees and apparently it is an industry which would give most profitable results in this province.

GENERAL CONDITIONS IN THE MORO PROVINCE.

DISTRICT OF ZAMBOANGA.

This district is subdivided into two municipalities—those of Zamboanga and Dapitan—and five tribal wards. The political advancement of the people of a limited portion of the district is undoubtedly greater than in the case of any other part of the province. Yet even in these limited parts the impossibility of granting at this time or for a long time to come, local, representative self-government is obvious; that is to say, the impracticability is obvious to anyone who believes that the American Government has assumed a responsibility with reference to the advancement of the Moros and the pagans which it can not transfer to anyone else. The two municipalities of Zamboanga and Dapitan contain by far the larger part of the Filipino population in the Moro Province; and of this part by far the larger part is contained in the municipality of Zamboanga. Yet even in this municipality only a little more than one-third the total population is Filipino, the remainder being Moro and pagan. Of the entire district the Filipino population, including mestizos of all kinds, is less than one-third of the whole; while of the entire province the Filipino population comprises about one-tenth. No

one dreams of now giving the Moro and pagan the powers, and of imposing on them the responsibilities, of self-government. The most advanced of them has no conception of what the word means. Anyone who believes that it is our duty to train them to some understanding of what civilized law is, will not dream of putting them under the control of any other element of the native population. We have enough object lessons in this province and elsewhere to show what the local *jefe* will do to the tribesmen if we put him in power and protect him in the exercise of it. It is the sole cause of the pillage and murder that has been going on in certain sections for an unknown number of years. For a long time to come the proposition to confer on any one native element the power of government would, stripped of all misleading verbiage, amount to the naked fact that the United States would have to hold the larger part of the people by the throat while the smaller part governs it. It is true that we constitute a still smaller part and are forcibly holding the people while we govern them; but if we assume the responsibility of forcibly holding anyone we had better also assume the responsibility of governing him rather than attempt to pass the responsibility to one who can neither hold nor govern.

The *centro* of the municipality of Zamboanga is the capital city of the province. It is entirely cosmopolitan in character and its commercial interests are developing under American, European, and Chinese energy and capital. Until recently the governing body of the municipality was practically entirely Filipino. It consisted of a president, vice-president, secretary, and twelve councilors. After a long and conclusive test of several years it was fairly demonstrated that, without a change, nothing could be accomplished in the way of real improvement and advancement. The municipal council was, therefore, reorganized with Filipinos as president and secretary, with an American as vice-president, and with five Americans, five Filipinos, one European, and one Chinese as councilors. The energy and saneness of the resulting administration fully justifies the change. The great difficulty here as elsewhere is that the only idle element, the only element with time for political work, is the Filipino. The American, the European, and the Chinese are all hard at work improving and developing the country. Here as elsewhere the conditions will improve as the Filipino gets to work and as the American and European begin to realize that municipal administration is not political work but common-sense business directly affecting their material and social progress. In reference to the business transacted in the municipality of Zamboanga the district governor reports:

The Chinese business interests of Zamboanga are larger than all of the other interests combined. These people are not only merchants but landholders. They are not parasites but producers. Their voices are not heard in the legislative halls nor are they seeking political aggrandizement or official position. They are preëminently traders and producers.

The Chinese of Zamboanga are proverbially generous in the support of every public measure, improvement, or amusement that will make for the welfare of all concerned.¹ The largest and best plantations on the plains of Zamboanga are not only owned, but are worked, by Chinese. There is no display about this industrial grasp and control, but the work moves on with that deliberation, patience, persistence, conservatism, and keen knowledge of native customs that means permanent success.

The Filipino farmer is still grumbling about the loss of his carabaos from disease and that therefore he is forced to neglect the rice paddies and most other forms of cultivation. The Chinese farmer has had to meet the same difficulties, but he surmounts them by harder personal labor and the adoption of the most feasible schemes to tide over the temporary interruption of his plans. The Filipino farmer is inclined to view these difficulties as visitations of Providence, with which he should not meddle nor attempt to circumvent.

There is, however, a gratifying and encouraging increase in the planting of cocoanuts, hemp, rubber, cacao, and coffee. Both Americans and natives are seeking land in the foothills and mountain ranges back of Zamboanga. Here there is a better distribution of rainfall than on the lowlands and already most encouraging results with hemp, rubber, coffee, corn, vegetables, and fruits have been realized. Copra is overwhelmingly the principal export product from Zamboanga, and it shows a large increase over the years 1905 and 1906. There has been a large planting of maguey and abacá and the increasing production of hemp fiber promises well for the future.

The importation of rice has largely fallen off and amounts now to about what it did in 1905. With proper cultivation the district could supply all the rice that it consumes, while the rice lands of the province could supply the demand of the Archipelago.

In Dapitan the agricultural interests are steadily improving. Hemp is by far the principal export, with copra next in importance. The hemp plantings, while not large, indicate a steady growth of this great industry. In the municipality are some 5,000 carabaos, 350 horses, and 300 cattle, and these animals are an important item in the prosperity of the inhabitants. The valleys of the Dipolog, the Ilaya, and the Lubungan Rivers afford great opportunities for the growth of cocoanuts, hemp, and rubber on a large scale, and capital would find ample returns from well-conducted plantations. There is regular transportation by steamers with Cebu, Iloilo, and Dumaguete.

In the tribal wards of the district the governor reports a satisfactory improvement in the condition of the natives, and for the most part a state of good order. Certain points on the coast of the Island of Basilan have been the resorts of murderers and thieves from other islands. A secret expedition of Constabulary is now being made in the hope of capturing the principal offenders. If unsuccessful, an armed expedition

¹ They recently subscribed liberally to a fund to pay off the debt on the rectory of the Episcopal Church in Zamboanga.

on a larger scale may possibly be necessary. Such expeditions, however successful in their immediate object, are in various ways productive of many unfortunate results. They alarm the timid and suspicious native who is working and obeying the law, they scare him back into the forests and the mountains, they deprive for a long time the planter of his only source of labor, and all this over wide areas which never heard of the crime. In the mind of the native, killing is not murder and is amply compensated by a small fine. The case is easily conceivable, under present conditions, where it is better that a crime which implies no resistance to the Government should go for a considerable time unpunished while effort is being made to quietly arrest the criminal, rather than that the progress of a large section should be checked for years by a formidable expedition which may or may not be successful.

Throughout the district there has been considerable improvement among the wild tribes along industrial lines, as shown by the increased collection of forest products and the planting of cocoanuts, rice, and hemp. The Subanos are now protected from the former depredations of their old-time enemies, the Maguindanaos. They are therefore moving about less, are seeking permanent houses, and are moving nearer the seacoast where they are able to transport their products to the nearest Moro exchange.

In this district the tribal-ward courts have worked well. The district governor reports that during year—

There has been a large number of murders, cutting affrays, and robberies among the Maguindanaos and all these affairs have been brought to light and the guilty parties secured through the operations of the tribal-ward courts. Many of these crimes arise from the oppression of the poor through the nefarious schemes of datuism. The old chiefs were accustomed to make their living through instigating the commission of crimes on the part of their followers and slaves. A new order of things is gradually dawning upon these people, but the progress of improvement, overcoming the influence of centuries of oppression, ignorance, and superstition, must necessarily be very slow.

There are twenty Moro exchanges in operation in the district of Zamboanga and it is proposed to establish ten more. The total business transacted amounted to ₱574, 645.17. It is interesting to note American agricultural tools among the articles for sale to the natives at these exchanges. The demand for these tools is constantly increasing as their usefulness becomes known.

DISTRICT OF LANAO.

The population of the town of Malabang has increased slightly during the year and is now estimated at 4,000. On the 6th of February, 1907, a large part of the town was destroyed by fire. Since the fire all buildings reconstructed within the prescribed fire limits have been made with hardwood frames, board sides, and galvanized iron roofs. About twenty-five such buildings have been completed or started. During the past

year various classes of public work amounting to ₱3,500 have been constructed. Most of the public improvements have been done with prison labor. New capital invested during the past year amounts to ₱85,000; imports, ₱200,000; exports, ₱30,000; 10,000 hemp plants have been planted during the year; 500 additional hectares in rice have been planted. The increase in live stock amounts to 200 head of cattle and 50 head of carabaos. The general condition of the community is good. The Moros in the neighborhood are industrious and are constantly increasing their tilled area and raising more products each year.

The population of Iligan has increased slightly during the past year, now amounting to 2,598. During the past year new capital invested in the community amounts to ₱6,900; 810 hectares of hemp, 12,000 cocoanut trees, and 21 hectares of sugar cane now producing. Exports for the year, ₱123,000; imports, ₱257,000. The municipality of Dansalan was created by the legislative council on May 24, 1907. The municipal town is Dansalan, situated on the opposite side of the Agus River from the military post of Camp Keithley. Thirty houses are now under construction, and many more will be built as soon as the new municipality is fully organized. The following public works have been constructed without aid from provincial funds:

Constabulary barracks	₱ 300
Dock on lake	273
Streets and alleys.....	2,000

The municipal revenues will probably amount to about ₱900 per month. Capital invested thus far, ₱50,000.

The origin of this new town of Dansalan in the heart of the disaffected Moro country presents a most interesting study, as it is probably the first and only instance in the Philippine Islands of the establishment of an orderly and well-regulated community after the manner followed by the Anglo-Saxon settlers of the United States. The interesting feature in this case is that the mass of the settlers are not Anglo-Saxons with a long inheritance of the principles of independent and self-governing village life, but are Chinese, Japanese, Filipinos, and Moros who without hesitation submitted themselves to the domination and guidance of a few Americans. It is an illustration of what would happen could a sufficient number of American settlers of the old sturdy stock—just such as those who are already here—be induced to settle in the province.

This new town grew out of the necessity of removing the settlement of squatters at Marahui on the military reservation of Camp Keithley. After much deliberation they decided to transfer themselves from the northern to the eastern shore of Lake Lanao. They then raised by voluntary subscription the sum of ₱3,000, which they placed in the hands of a committee of three Americans of their number. The latter negotiated with the Moros for an eligible site near enough to the military

reservation to be assured of some protection and purchased it for the above sum. The site was then carefully laid out, and in accordance with a previous agreement, lots were sold at public auction to an amount sufficient to reimburse the subscribers of the original purchase price of the site. The remaining lots were then deeded to the town to be sold to new settlers.

This well-considered, orderly, and sensible procedure is, strange to say, in its entirety without sanction of law. Neither the datto, with whom the settlers negotiated, nor any of his followers had proved nor could prove title under existing laws. Neither the individual settlers nor the town could acquire title through the datto. But the datto and all his followers believed that the land belonged to him under Moro law or customs and that he could dispose of it as he did. If the settlers had not recognized these believed rights of his, if they had camped upon the site as being waste, unoccupied, uncultivated public land and should have proceeded to acquire title under the provisions of the land law whenever the latter should be made to apply, without compensation to the Moros, they would have brought on a war. There can be no doubt that their recognition of the fact that the Moro was there with his gun and his spear and that his gun and spear (in the absence of a greater number of opposing guns) gave him a valid title for which they had to negotiate, was the only sensible, civilized, and just thing for them to do. And there can be no doubt that the rights they have thus acquired will in due time be confirmed.

The total estimated commerce of the district of Lanao is as follows:

Exports	₱148,000
Imports	457,000

In addition to this there is a large amount of internal trade, particularly along the shores of Lake Lanao, there being no less than thirty-two markets held each week at various points in the lake basin.

General conditions.—Excepting the eastern shore of the lake, conditions throughout the district have been satisfactory. During the fall of 1906 Government launches visiting Sauwir and the mouth of the Malaig River were frequently fired upon by Moros. On December 13 a camp, consisting of a force from the Fifteenth Infantry, and a detachment of Constabulary, was established on the Malaig River, and was maintained until March 4 following, during which time the situation in Puna-Maciu was carefully studied. It was found that the trouble in Puna-Maciu was due to a long-standing feud between Gundauwali, who claimed the title of Sultan of Puna-Maciu, and Mamantun, the hereditary Sultan of Maciu, who resisted Gundauwali's pretensions. Most of the Puna-Maciu Moros sided with Gundauwali, while Amai Binaning of Taraca sided with Mamantun. After the American occupation Amai Binaning

announced his friendship to the American Government. This action increased the hostility of the Gundauwali faction and there seems no doubt that Amai Binaning used his friendship for the Government to advance his own interests. While in the Maciu camp every effort was made to persuade Gundauwali and his followers to come in, and negotiations progressed favorably for some time, but during February certain Puna-Maciu Moros united with Ampuan Agaas on the eastern side of the lake. On March 23, however, Gundauwali presented himself to the district governor at Marahui and announced his intentions of being friendly to the Government. He was then permitted to bring his people back to his old rancheria on the Malaig River. On April 6 the Sultan of Maciu, Amai Binaning, Gundauwali, and the Kabugatan of Minbalay appeared at Marahui in response to an invitation from the district governor and an effort was made to settle the dispute as to the sultanship of Puna-Maciu, but was unsuccessful, as neither side was disposed to yield in the matter. On June 8, while a force of Constabulary under Lieutenant Furlong was operating on the Taraca River, they were fired on from a house on the opposite side of the river. The fire was returned and it has since been learned that Mamantun, the Sultan of Maciu, who was in the house, was killed. On January 30 the following letter was received from Uti, a fanatical priest:

*The Lion of God to the District Governor, Tomas, and Baltazar:*¹

Do not come in the night, pigs. If you do I will crush you. Come in the daytime so that the Moros can see the dead Americans. Ashamed be God. All of you that come I will give as Sungud (marriage portion) to the Virgin. Durum pacal (the kris that cuts fast) is ready.

Uti had prepared a cotta at Lumbac about 4 miles east of the mouth of the Taraca River, but speedily retreated as soon as an expedition was sent against him.

Nuril Hakim, an influential Pandita of Rumayas, has always been unfriendly to the Government, and in November, 1906, had sent an insulting letter to Governor Griffith. He was arrested, brought to Marahui, detained one day, and on manifesting a willingness to return whenever called upon to do so, was released. During¹ the troubles in Puna-Maciu, Hakim twice visited the camp and made various promises to the district governor, which he failed to carry out. On March 14 information was received that Dimabara, one of the alleged murderers of Private McDonald at Parang, was hiding in Rumayas. An expedition was sent to Rumayas, and Dimabara was found in the house of a kinswoman of Hakim, but succeeded in escaping. On April 7 and 11 defiant letters were sent by Hakim to the district governor; an expedition, sent to Rumayas to punish him, resulted in driving him and his son, Baguindali, into the mountain fastnesses back of Rumayas. On the eastern side of

¹ Tomas Torres and Baltazar are the official interpreters in the Lanao district.

Lake Lanao the country is exceedingly difficult to operate in and the people have never been thoroughly organized under the civil government. In this part of the district the influence of Ampuan Agaús is predominant. His immediate following is not large, but he has more or less influence among many Moros in Taraca and Romain. His main camp is in the Kamanga Valley on the Romain side of the mountains. The position is naturally a very strong one and it is practically impossible to attack him by a direct advance into the canyon. An attempt was made to do this on April 26, resulting in the wounding of one officer, two enlisted men, and a guide. The Moros were driven from their position into the mountains surrounding the valley, but none of them were captured. On June 1 a force of Constabulary under Lieutenant Furlong was sent into the upper Taraca Valley to reconnoiter, and if possible to operate against Ampuan Agaús from that side of the mountains. On June 5 a cotta in Galauan was captured by Lieutenant Furlong with loss of one Constabulary soldier killed and one wounded. The Moro loss was 17 killed. Two Remington rifles and five Tower muskets were captured. During the attack on the cotta the Constabulary were fired on from the surrounding cover. It has since been learned that Ampuan Agaús was in Galauan and that his men did the firing from the outside of the cotta. During the remainder of Lieutenant Furlong's stay in the Taraca Valley he was fired on from a number of rancherias, which were punished. The general effect of Lieutenant Furlong's expedition was excellent. On June 18 Lieutenant Furlong and Lieutenant Wood, with a force of Constabulary, captured the cotta of Piraku on the Kamanga River. The cotta contained a large supply of rice belonging to Ampuan Agaús, which was destroyed. A Krag and a .30-caliber Winchester rifle were captured. This expedition confirmed a previous report that Ampuan Agaús had his main camp in the upper valley of a branch of the Kamanga River. No further attempts will be made against Ampuan Agaús until the expected Constabulary reinforcements arrive. It is known that he has twelve Krags with an abundance of ammunition; also a considerable number of Remingtons and muzzle-loading muskets.

The general hostility encountered by Lieutenant Furlong in the Taraca Valley pointed to the possibility of a general disaffection, but later developments indicated that the Moros on the eastern side of the lake, while more or less hostile to the Americans, show little or no disposition to unite, as they are unwilling to acknowledge the supremacy of any one man, but prefer to maintain their individual independence.

Practically all the Moro chiefs in this section of the district now in hostility are murderers and slave stealers, and it is the intention of the Government to promptly bring them to order and have such of them as are notoriously guilty of crime punished by the courts. It is desired to do this without calling in the military. For this purpose it is intended to establish a camp of not less than 200 Constabulary in the heart of the

disaffected country. The natives (many of them Moros) who form the Constabulary would soon establish peaceful relations with the mass of the people and convince them of our good intentions. The location of criminals would soon be determined and their arrest effected by two or three men without the necessity of sending out expeditions which alarm the entire country and generally fail in their real purpose.

Tribal-ward courts are located at Marahui, Iligan, Vicars, and Malabang, but the great majority of cases are brought into Marahui. The greater part of the tribal-ward work consists in arbitrating questions which do not require formal legal proceedings. Probably one-third of the cases concern the relations between dattos and sacopes, who are the lower class Moros. There seems to be a growing tendency on the part of the sacope class to frequently change their place of residence and to eschew steady labor. With a few gratifying exceptions the dattos have not yet learned how to handle their men under the new conditions existing under American government. Owing to the low intelligence of the majority of the sacope class there is ample opportunity among the Lanao Moros for native leaders in industry, commerce, and agriculture, and some of the dattos are beginning to appreciate this opportunity. Two hundred and ninety-four cases have been reported from the tribal-ward courts of the district during the fiscal year. Of these, 238 have been settled and 56 are pending. These cases are as follows: Between datto and sacope, 80; slavery, 8; customary law, 28; debt, 49; disputes as to cattle and cattle stealing, 33; theft and fraud, 48; robbery, 6; assault, 14; murder, 6; hostility, 7; bootlegging, 3; claims for damages, 12. The great majority of these cases were settled by arbitration.

DISTRICT OF DAVAO.

This district, as is well known, is that one of the province which has received the largest investment of labor and capital for agricultural development. All reports show most gratifying progress and increased prospects. During the first six months of the year there was an unfortunate but inevitable interruption of orderly progress along the established lines. This was due to the murder of the district governor, Lieut. E. C. Bolton, Seventeenth Infantry, in a wanton and entirely unprovoked uprising by a few disaffected local chiefs. This was soon quelled and Governor Bolton's good work was shown in the prompt revival of the district from the temporary check and the increased rapidity of its progress along the lines established by him. I quote with pleasure, as being due to his memory, the following extract from the last report of his successor:

The life and work of Lieut. E. C. Bolton, as Davao's first district governor, have made a deep and lasting impression on all the activities of Davao. His character and the principles for which he stood will continue to influence the people of the district as succeeding years of time demonstrate more fully the

wisdom of his policy and the justness of his administration. His work was to lay broad and deep the foundations for the future. These foundations were not alone for material development but were laid deep down in the hearts of the native peoples themselves. The trust and confidence inspired in this pioneer labor of getting the work of government started throughout the length and breadth of Davao district has been a supreme factor in inducing the coöperation of the tribes people in the work laid out by the present district authorities. This constant factor continues and will continue in the future of Davao.

The population of the district is for the most part undeveloped Moro and pagan tribes who, however, are easily influenced and controlled by just treatment. As a consequence of their hitherto nomadic life they are possessed of no real property. With a great majority of the native population the question of food and clothing is the all-important one. In some parts of a land so richly endowed by nature many die every year for lack of proper food. From well-grounded fear of unjust treatment by their dattos or lack of protection by them they have lived in a hand-to-mouth way in poverty and want. The infamous "grafting" by Filipino *jefes* in the coast towns beyond the reach of steady pressure of American influence has made them loath to settle along the coast or bring their products there and has kept them in hiding in the forests of the mountains. The one great aim of the American planters and of the Government has been to induce them by just treatment to settle in fixed communities along the coast, where their labor will be of equal value to them and to the planters, where schools can be established among them, and where the spread of the merest rudimentary notions of sanitation will result in a rapid increase in their numbers. For these reasons the dominant idea of the Government has been and is economic progress, progress entirely of a material nature, as only in this way can a sure foundation be laid for future advancement along social, moral, and intellectual lines. The governor and his subordinates in their ceaseless journeys through the tribal wards constantly preach the doctrine of work. And the sermon is very simple: "Take up land holdings, improve them, plant hemp and with its produce build better houses, and get better food." As a result the returns show that in the Guianza tribal ward alone (near Davao) the number of hemp hills planted by the natives has increased from 70,000 one year ago to 150,000 at present. The governor reports this increase in hemp planting by the natives as universal throughout the gulf region. It means much not only to the productiveness of the district but also to its tranquillity. When a community becomes settled, occupies land, and owns real property, the maintenance of peace and order becomes an easy matter. Tribesmen who increase their hemp holdings one hundred fold, who clear the forest and plant more hemp in six months than they had planted in all previous time, have neither time nor inclination for insurrection.

The gulf region is mainly inhabited by wild tribes whose exact number

is unknown. Even the exact whereabouts of those occupying the lofty mountain ranges is unknown. The governor reports that the mountains from Calian southward, including the Sarangani Islands, are for the most part inhabited by the Manobos and Bilans. The Tagacaolos, Bilans, and Atas live in the high ridges of the mountains from Calian north to Mount Apo. The mountains north of Apo, along the headwaters of the Davao River to the upper Tagun, Libaganun, and Saug Rivers, are inhabited by Atas, Libaganons, Libabaoans, Mansacas, Mangwangan, and Mandayas, extending to the Compostela country in the great valley of the Agusan River. These tribes are for the most part pagans, hill dwellers, undeveloped, peaceable and tractable. They lead a seminomadic life and are agriculturists in a very limited way. They live in loosely defined communities and only under partial control of their hereditary chiefs. They work in iron, steel, and brass, make and wear clothes of hemp fiber and ornaments of shell, beads, teeth of animals, and forest seeds, and live, love, fight, and die according to their own peculiar tribal customs and beliefs.

The American planters are doing more than any other agency in getting into touch with these people; in a kindly way they are teaching them the desirability of labor and guiding them along the first stretches of the road leading to a settled life and its resulting advantages. Already some four thousand of them are living on American plantations. Here they not only work for a daily wage but are planting hemp on their own account and thus taking the first steps toward becoming a class of peasant proprietors. Twelve hundred of these men have families and now own a total of 89,000 hills of hemp. The policy of the district government toward this large body of pagan and partially civilized people is one of attraction. The first thing is to get their confidence and convince them of the government's good intentions toward them. This may take a year in the case of a small group, but when this point is once reached and favorable conditions are maintained the future steps in progress toward a higher civilization are assured because its manifest advantages appeal to them. Especially is this true when the hill tribesmen are fortunate enough to have as an object lesson the sane, sensible, peaceful, and progressive work of the American plantations in Davao.

As might be expected, hemp fiber holds the predominant place, as respects money value, among the commodities exported from Davao. During the last six months of the fiscal year more than ₱330,000 worth of hemp fiber was shipped, being an increase of nearly ₱20,000 over the preceding six months. Almaciga and the biao nut rank next in importance, but their total value amounts to only some ₱50,000.

The hemp planted in the gulf region of Davao now amounts to more than 4,000,000 hills, of which some two millions are reported by the

Planters' Association. There are 90,000 cocoanut trees in this region, of which 45,000 have been planted in the last half year. Five thousand rubber trees have been planted very recently and all by the Planters' Association.

Direction in all this work has been given by the members of the Planters' Association, a body of men who have rendered inestimable service in the development of the district and whose energy and intelligence have stimulated the progress of the entire province.

The present tendency among the pioneer American planters is to give to cocoanuts a higher relative importance than when they began to plant in Davao, with the result that there has been a notable increase in cocoanut planting by both Spanish and Filipino farmers. Rubber planting has now been begun on a considerable scale by American planters. This branch of tropical agriculture, so important in other oriental colonies, has heretofore not figured in the agricultural activity of Davao, but it is believed that it will hold a place of constantly increasing importance among the products of the district. Pará, Castillioa, and Ceara rubber have been planted. Ceara, owing to ease of transportation of the seed, to its vitality, and to the very vigorous growth of the young plants, seems to be the favorite for planting. Young trees in Davao 3 months old from the seed have attained a height of 7 feet; other trees planted at Magnaga within 100 feet of the beach and at an elevation of scarcely more than 3 feet above high tide have, in eight months from the seed, reached an average height of $10\frac{1}{2}$ feet. Pará and Castillioa rubber planted at Kibulan have also grown well.

The returns of the Planters' Association for the last six months would indicate, with two strippings a year, an annual average of 18 piculs per thousand hills of hemp. There is a case of one field—some three or four acres—on the banks of the Talomo River, which for the last four years has produced annually between 40 and 50 piculs per thousand. The same figures have been given for a small amount of hemp on the Matina River and in favored locations in Daron.

The capital town of Davao has been much improved during the year. The government has appropriated money for the construction of a district building, a wharf, and certain roads during the current year. A suitable wharf and approaches are very much needed. Changes that have occurred during the year, due to natural forces, at and near the mouth of the river, have made the loading and discharge of cargo difficult. The provincial engineer is now studying a project for remedying the difficulty with the small amount of money available. To do what is desired in the way of controlling the mouth of this river would be an expensive proposition. It is one of the things intended to be done with the loan referred to above and which the government was found to have no power to make.

DISTRICT OF COTABATO.

Conditions in this district have materially improved. The Moros have shown no hostility to the American Government—on the contrary, they evidently regard it with respect and liking; a good evidence of this is the considerable increase in the cedula-tax collections.

The entire watershed of the Rio Grande is exceedingly fertile. Hemp, tobacco, rice, cocoanuts, and sugar cane can be readily raised. Fine grazing ground for cattle is found on the foothills. In the mountains are to be found hardwoods, gutta-percha, an abundance of honey and beeswax, almaciga, and other forest products.

The country occupied by the Tirurayes, south of Cotabato, is, under present conditions, the most inviting to an intending settler. The people are tractable, and with kind and just treatment would become reliable laborers. Without an assurance of such labor there is no use in a white man investing either his own labor or his capital. The country consists of fertile highlands infinitely more suitable to the white colonist than the low, swampy lands of the river bottoms. The people are kindly disposed toward the white man, which can not be said of the Moros. The latter like the white man's government which is just and firm, but they have no liking for the white man himself.

In February of this year the Moro Sansaluna and four followers were taken from the valley to the United States in connection with the Jamestown Exposition. The exhibition of Moros seems to have become a stock feature of these expositions. No good has come to the Moros from it and I recommend that the practice be stopped.

In the same month of February an incident occurred which seemed likely to breed serious trouble. Datto Piang on the one side and the so-called Princessa (one of the numerous widows of the late Datto Uto and now the principal wife of the Sultan of Maguindanao) were induced to carry a case in long dispute before the Court of First Instance. The case involved the disposition of certain property of Datto Uto, who died before the American occupation. It involved intricate questions of Mohammedan law and custom which could not be taken cognizance of by the court. Yet the Moros would demand recognition of them; otherwise they would claim bad faith, since they interpret the statements made to the Sultan of Sulu in his original official interview with the Government in Manila as meaning that neither their laws, customs, nor religion will be interfered with except where repugnant to decency or humanity. In any event prolonged litigation would have engendered a dangerously ill feeling. The parties at interest came to see the provincial governor in Zamboanga. Their attitude of mutual hostility at this interview showed that they were already in a mood to settle the dispute with arms. They were asked if they wanted their law and custom recognized in the case; they replied that they did. They were asked if their law

and custom would not permit the settlement of the dispute by arbitration; they replied that it would, but that they had been led to believe that the case must be settled in an American court or the conclusion would not be valid. When they were told that even under American law such a case as theirs could be settled out of court, they at once agreed to appoint three arbitrators on a side with a seventh one appointed by the Government who should be acceptable to both parties. The arbitrators met in Cotabato and in four days the case was settled satisfactorily to all concerned.

The Moros of Cotabato have come into very little contact with white people except in time of war. They now see only a few officials of the Government whose business takes them at intervals over a very restricted part of their territory. Yet their advance in civilization depends upon a very greatly increased contact. Thus far no colonists have settled among or near them, bringing new ideas and methods. This is due to the fact that the most accessible land is not inviting to the white colonist and is rendered uninhabitable for him by the pest of mosquitoes. Through his ignorance of him and of his ways and intentions the Moro is, therefore, still very jealous of the white man and suspicious of him.

Probably the most immediate way of getting into closer contact with him would be through a systematized working, under proper regulations, of the forest products. The best way to do this is a matter for very serious consideration. One thing is certain, it must be done in such a way as not only to leave no just ground for the grave scandals that have attended the exploitation of the forest products of other countries, but so as to leave no opportunity for such scandals. I am one of those who believe that the Moro Province will continue indefinitely to be the home of the people who now inhabit it; that is to say, that the white man will never come here in such numbers as to make even a beginning of ousting the native from his occupation of the soil. And there can be no doubt that in a reasonable time the native will so fully occupy the soil as to leave no room for the white man should the latter desire to come, except as he comes with the limited numbers and the limited purposes with which he has come to other Eastern countries. With the complete stoppage of intertribal wars, with the introduction of sanitary ideas, with the building of better houses, the wearing of better clothing, the eating of better food, which will come as security and prosperity increase, there will be a great increase in the number of inhabitants. This has been the history of every country in the East which the white man has successfully governed and it will be the history of Mindanao. A strict enforcement of the Land Law will make not only the greater part of the Cotabato Valley but of the entire Island of Mindanao public forest land. It is the right and duty of the Government to regulate the working of the forest products by the native so that he shall not destroy the source of

supply or, if destroyed, shall renew it. The whole civilized world has an interest in these products and neither native nor white man should be permitted to destroy the source of supply. If it be true, as it probably is, that the wild, native supply of rubber and gutta is doomed to destruction and that we must replace it by cultivated plantations, it goes without saying that if an exclusive license is granted to a company to work these products over a certain area, the interest of the company will be lost in that area as soon as the source of supply disappears and will be transferred to its cultivated plantations. The company will have no interest in preserving the source of supply longer than is necessary for its plantations to become productive. The whole administration of this business must therefore be so conducted that when the native is left, as he will be, in undisputed possession of the territory he now wanders over he will not have been robbed of all of his patrimony. When that time comes he should be far more civilized, far more amenable to law, far better able to take care of himself than when the exploitation of his country began. If we destroy his gum-producing trees we should have taught him to cultivate new ones and not leave him to look over a fence at the only existing trees in the private plantation of a company which will have destroyed all his own trees. At any rate he should be qualified to take care of himself on the territory we leave to him. Whether this can and will be done by a private company operating under such supervision as the Government can give to it, is the question to be determined. Experience has shown that such a company, operating beyond the view and the criticism of the general public and subject only to the inspection and reports of moderately paid Government agents, is guided by governmental regulations only so far as its interests dictate.

DISTRICT OF SULU.

This district is subdivided into two municipalities—the towns of Jolo and Siasi—and tribal wards. The population of the two municipalities has increased during the year by about 800 and 300, respectively. Very considerable improvements have been made in these towns during the year. New houses of good, comparatively modern construction have been built. In Jolo it is hoped soon to connect the city water system with that of the quartermaster's department, giving increased fire protection. In this the military authorities are quite as much interested as the civil. The amount and character of the stock carried in the local stores has been doubled and tripled, though very little of this increase represents American manufactured goods. The imports and exports of the port have materially increased; the amount of ready money in Jolo is much larger than at any time heretofore and the rate of interest has correspondingly fallen. The governor reports that buyers are shipping stock on every boat and that every boat is bringing in an increased number of agricultural implements.

In Siasi, the population of which is Moro and Chinese, there being only two or three Filipino families, a great deal has been done during the year in local improvements. Due to the energy of the Constabulary officer on the spot, the streets have been graded, drains put in, street lamps purchased and installed, streets named and posted, houses numbered, one new street opened, and a public park built. With all this there is a balance of municipal funds on deposit in the treasury, although eighteen months ago the town of Siasi was indebted to both the district and the province, was three months in arrears in payment of municipal salaries, and little or nothing had been done to improve or beautify the place.

The governor reports that during the past year there have been very few changes in the methods of agriculture, but the amount of land under cultivation has probably been more than doubled over that of the previous year. This is due entirely to the feeling of security which the common people have acquired in the Government and to the feeling of protection which they have against the former unjust exactions of dattos and headmen. The district governor reports that now when, on his tours of inspection, he passes near the fields where the Moros are working, instead of running away and hiding as was formerly the case, they continue their work without exhibiting any curiosity whatever. Large numbers of hemp stalks and cocoanut sprouts have been planted during the year. Just outside the town of Jolo over 3,000 cocoanuts have been set out. The densely tangled jungle is fast disappearing by reason of the increased number of farms started and animals pastured. All this improvement is due to the initiative of the natives themselves, since there are no American or European colonists by whose example they can be inspired with increased industry or from whom they can learn new methods.

On the Island of Jolo (and it is true generally of the Moro country) one of the greatest drawbacks to agriculture is the constant stealing of carabaos and other farming cattle. The farmer who has to tie his cattle up under his house at night, for fear of thieves, has to spend several hours of daylight in pasturing them before he can work them, thus losing a large part of his day. This subject will be referred to again in this report under the head of "Tribal wards."

Throughout the farming districts of Jolo there is a noticeable increase in the substantial and permanent character of houses that have been built. They are larger, better constructed, and afford greater comfort. During the year the Sultan, Datu Joakanain, Panglima Indanan, and Hadji Butu have each built modern houses. At the Zamboanga Fair in February of this year the Joloano Moros received numerous first prizes, among them being those for hemp, bananas, native vegetables, coffee, peanuts, honey, sugar cane, millet, buyu leaf, cassava, betel nut, nipa, native agricultural implements, hemp cloth, and tobacco.

Some parts of the Island of Jolo suffer, during the dry season, a great deal from scarcity of water; the people of some districts having to go from 6 to 10 miles to obtain water. A great benefaction to the people would be the sinking of a few artesian wells in suitable localities. This matter is now under investigation with a view to seeing whether the improvement can be made with means available.

The sale of Chinese tobacco, through the distributing agents, the Jolo Trading Company, has been carried on during the past year. This tobacco has been distributed by this company at Jolo, Mainbun, Parang, and Kambing, on Jolo Island, and at Siasi, Bongao, Sitanki, South Ubian, and Tandu Bas. The sale of this tobacco, under the conditions imposed by law, was authorized for the political purpose of creating good feeling among the natives, and for this purpose has proved a success. The tobacco is sold at a uniform price throughout the district, and the governor has reported that smuggling has practically ceased, owing to the low price at which it is sold. At the selling places the Moros are lined up and purchase their tobacco as their turn comes. They are rapidly learning to appreciate the system under which the weakest is as able to buy, when his turn comes, as the strongest. During the last rush sale at Jolo a dwarf 3 feet high stood in line, between two big men, and the Moros cheered when his turn came.

The Moro exchange at Jolo has thrived since its establishment, and the governor recommends that branches be established at Mainbun, Siasi, and Parang.

During the year two cases of running amok occurred at Jolo. The first case was on December 13, 1906, when Moro Agsak attempted to kill a packer at Asturias; after inflicting an ugly wound with his kris he was himself killed. The second case was on April 4, 1907, inside the walled town, when Moro Sariol attacked a party of soldiers in the street, two of whom he wounded with his barong before he was himself killed. In each of these cases the Moro considered himself to have been affronted by his own people, but, after the peculiar customs of Joloanos, he considered that the only way to efface the affront was to assassinate a Christian.

The only way in which the Government comes into contact with the Joloano Moro is through the constant visits of inspection by the district governor and other district officials to all parts of the island. These visits require to be made with an escort of troops. The condition of the Island of Jolo can well be shown by a brief reference to some of these visits of inspection.

In November, 1906, the district governor marched through the western part of the island, visiting Mainbun (the Sultan's home), Parang, Tubig Pipan, and Indanan's cotta. During this trip the headmen and deputy headmen visited the governor and reported that all conditions were good in their respective jurisdictions. In December

he visited the eastern portion of the island and held interviews with all the principal headmen and their deputies, at the same time holding the tribal-ward court and disposing of a number of cases. He found several cases of murder and that considerable cattle stealing had been going on among the inhabitants of the different wards. In January he again made a trip through the western part of the island, but covering territory not traversed in his November trip. The general improvement of the country was noticeable. Whereas, in January, 1906, there was little of the farming land that was not a tangle of weeds and grass, it was found that this year these tracts had been kept cleared and free from weeds during the interval between the harvest and the planting seasons. During February an inspection march was made to the south. It was found in this part of the country that there had been no rain for several months. At various places the inhabitants had to seek water a long distance away at a perennial spring for which they paid at the rate of 50 cents per can. Nevertheless, that there seemed to be a growing confidence in the future was shown by the fact that many of the people were using the dull season to build new houses, while others were taking up unoccupied land. The inspection trip of April was into Indanan's country, which is the most advanced farming district of the island. The apparent advancement of the Moro as shown in the increased cultivation of the land was gratifying to all the Americans who witnessed it. On the May inspection a somewhat serious condition of affairs was found existing between the people of the Looc and Tanduwards. The governor's report for the 27th of the month states as follows:

A large number of Moros came to camp and their complaints were heard. Here I learned that conditions existing between the Looc and Tanduwards were very unsatisfactory. I had known for some time that there had been more or less cattle stealing between the two sections, and that a feud had existed for a long time, but it was only upon my arrival that I ascertained that they had been killing each other recently. Tanduw, smarting under very recent depredations on the part of the Looc people, had armed itself, and was about to retaliate when my arrival in the nick of time prevented further hostilities, which would undoubtedly have resulted in a serious conflict. The representations made by the Tanduw people indicated that the wrongdoing was on the part of the Looc people under the leadership of Olang Kaya Abaidulla, and it seemed I would have to resort to severe measures to bring him to terms, as he was represented as being fortified in his cotta. During the night we heard in the distance, but without being able to ascertain the exact locality, some thirty or more shots. On the 28th I proceeded in a southeasterly direction through the mountain chain which comprises Buds, Kausukan, and Sani, to the village of Sukuban, on the southeastern coast of the island, and thence westward toward Abaidulla's cotta. He, hearing of our approach, very wisely came forward and presented himself to the governor, and showed no signs of desiring to resist our authority. Placing him under the orders of Maharajah Sumihak, deputy headman of the Looc ward, I proceeded via Bandahalla's to Kambing, where I held court. During the afternoon and evening the camp was crowded with Moros, both from Looc and Tanduw,

all more or less excited over recent events. Further investigation in the matter showed that there had been about as much wrong on one side as on the other, and that the feud that had existed so long a time had simply culminated in greater hostilities than usual. Owing to the absence of Datu Kalbi, the headman of the Tandu ward, it was impracticable to definitely settle the matter then, but each party to the trouble was ordered to turn in five rifles to their headmen until the matter could be thoroughly investigated and finally settled, if practicable. It is fully realized that it is very difficult to settle to the satisfaction of both parties, or, in fact, to the satisfaction of either party, one of these old feuds. In this case it was unsuccessfully attempted some time ago. It is my intention to proceed further in this matter at the very first opportunity.

With the exception of this feud between the two eastern wards no special disorder was learned of on this trip, and everywhere there was evidence of an increased acreage being put under cultivation.

The district governor reports that in making his tours of inspection it has been his aim to cover new trails and sections of the country; the beaten paths are avoided. The headmen of the districts always come to camp and are always pleased to have the troops in their country. The change in the bearing of the people is very marked. In former years many of the people either ran away and hid in the jungle or, if seen, were silent and sullen, while now everyone speaks to the soldiers. A great many of the people seem to have friends in the ranks. This is noticed even in the extreme parts of the island. Ordinarily when camp is reached a crowd from the farming class with fruit, eggs, and vegetables appears. They show no sullenness and they have no fear in insisting on their rights. During the year there was only one complaint of injustice done in camp. This was quickly righted and entirely to the satisfaction of the complainant. In respect to the matter of cattle stealing, the governor says that it is possible that it is the result of a craving for excitement such as was formerly given by their frequent fights, a successful thief being generally respected. Force alone will put a stop to this evil and this force can be most successfully applied by a properly organized and mounted police force. A military expedition into the interior of the country for the purpose of arresting a thief and then leaving the country to take care of itself until another crime is committed and another visit of the troops will do infinitely more harm than good. Further remark on this subject will be made under the head of "Tribal wards."

The governor reports that his inspection of the districts of Siasi, Bongao, Sitanki, Balimbing, South Ubian, and Tandu Bas showed that favorable progress was being made in these sections. For proper communication between the different parts of the Sulu Archipelago and for proper inspection of the different tribal wards, a suitable boat at the disposition of the district governor is absolutely indispensable. This the Civil Government has not been able to provide and the district governor has had to rely upon such assistance as he has been able to get from the military authorities.

TRIBAL WARDS AND TRIBAL WARD COURTS.

Some discussion of the two acts known as the "Tribal Ward Act" and the "Tribal Ward Court Act" is necessary in order to understand the real condition of affairs in the country occupied exclusively by Moros and pagans.

Immediately after the organization of the Moro Province a careful study was made (as was enjoined in the organic act of the Philippine Commission) of the laws and customs of the Moros and non-Christian tribes, with a view to determining whether a consistent, sensible, and humane code of law could be formed which would appeal to the inherited ideas and practices of these people and which could be put in force by a civilized government instead of imposing upon them an utterly alien and obnoxious system. As was to be expected, this study at once made clear that among the pagans, who have no written languages, no literature, and no religion, and among the Moros, whose notion of government is a dim reflection of theocracy as interpreted by the prophet and reinterpreted by ignorant, corrupt, and superstitious local teachers—among neither of them was there any consistent system that a civilized court could apply. If anything was found that even a loose and superficial writer would call law, it rested upon no commonly accepted authority even among people of the same section and was accepted or rejected according to the will of him who applied it. Crimes that in civilized countries would be considered of the gravest were with them no crimes, or almost no crimes, at all; crimes that with us would be met with the severest penalties were by them sufficiently punished by a slight fine; acts which with us would be no crime were punished by them with ridiculous, degrading, and inhuman penalties. It was therefore decided to pursue this matter no further and to enact, from time to time, laws based upon our ideas and enforce them to the extent that we were able to do so. So far as the pagan is concerned the matter is comparatively simple. He has only to get rid of certain vague, ill-defined notions out of which his practices grow, in order to accept our system in its entirety. With him it is only a question of civilization. But with the Moro the case is entirely different. His customs, his practices, what he calls his laws, are all based upon his conception of religion as promulgated by his great prophet. His conception is a most corrupt and degraded one as compared with the original teaching, but it is none the less his religion and he adheres to it, and to all the practices he deduces from it, with a tenacity that the Christian can scarcely conceive of. The matter is complicated by his firm belief that we have promised him no interference with his religion. As he has no practice nor so-called law that does not grow out of his notion of religion and that is not believed by him to be a part of his religion, the difficulty of approaching him with any view to effecting a change is apparent. The case of the Moro is not settled by civilizing him. All

the agencies and results of Western civilization may be accepted by the Oriental without bringing him one step nearer to Western ideas. The civilized Malay Mohammedan will in all certainty be, at his best, like the civilized Mahommedan of India or the civilized Hindoo. We know that these latter may speak English, may wear European clothing, may be able to discuss the latest system of Western philosophy, and at the same time, if they are Mohammedans, will continue to believe that the highest heaven is to be attained by the assassination of a Christian; if they are Hindoos they will continue to worship, in temples lighted by electricity, the same gods—and in the same way that they have worshiped for unknown centuries. If this view be justified by experience in the East, it is a question whether it is not our duty to try to absorb the oriental spirit, to try to anticipate as far as possible (if possible at all) the views of the coming civilized Moro and begin the preparation for him of a code of law which will be in accord with a civilized interpretation of his religion and at the same time be sensible and humane. I believe that such a code, sensible and humane, could be formed which would thoroughly accomplish its purpose even though in many respects it would be repugnant to Western ideas.

When it was decided to cut entirely loose from native notions and customs and begin the establishment of a system in accord with our ideas, it was well understood that this system could not be at once and everywhere enforced unless the country were to be dotted with military garrisons; that over indefinite areas for an indefinite time the previous native system (whatever that might be in each locality) would continue in operation.

The first step was taken in Act No. 39 of the legislative council, enacted on February 19, 1904. By this act the entire territory inhabited by Moros and pagans was directed to be divided into tribal wards delimited in such a way (as far practicable) that each ward should comprise a single race or a homogeneous division thereof. The wards in each of the five districts into which the Moro Province was divided were under the immediate supervision and control of the district governor. The latter was required to appoint, as his representative or deputy, in each of the wards of his district, a headman, who, as far as practicable, was to be the one already recognized by his people as their chief or headman. Each headman was required by the law to divide his ward into as many sub-districts as the district governor should direct, and to appoint a deputy for each subdistrict. These deputies were to constitute the police force of the respective wards, and the law required them to notify the headman of any offense committed within their subdistrict. The headman was required, personally or through his deputies, to enforce all laws and ordinances within his ward and to report to the district governor all crimes committed therein.

The district governor (subsequently the district board, composed of the governor, the secretary, and treasurer) was empowered to pass ordinances on certain specifically mentioned subjects, and to enforce them by certain limited penalties of fine or imprisonment or both. An advisory council of any district or group of wards therein, composed of the headmen, was created by the law and empowered, by a majority vote and with the approval of the district governor, to put in force a certain defined system of taxation, somewhat after the order of the taxation which may be imposed by the councils of organized municipalities.

It is evident that this law was wisely drafted in such a way that its enforcement was left to a certain extent to the discretion of carefully selected district officials. In fact the law provides no way for its general enforcement; it was a tentative measure the general rejection of which by the Moros, after careful explanation and moderate and discreet attempts to apply it, would be regarded as equivalent to an insurrection against the Government and would be treated accordingly.

In one particular the law ran counter to all Moro customs; neither the headman nor his deputies were empowered to try the slightest offense, although these same men had, from time immemorial, tried and punished the gravest crimes. Of course, this provision of the law was intended, when it could be generally enforced, to put an end to the inequalities and iniquities of the Moro system. But it struck at a principal source of revenue of the headmen. It could not be enforced without the establishment of military garrisons in all parts of the country and it goes without saying that now, as formerly, grave offenses are tried by the headmen and their deputies without any warrant in our law. If not so tried they would not be tried at all, for our courts would not even know of the commission of the offenses. I am inclined to think that in our formative system of law it would be wise to recognize this fact and to vest the headmen with certain limited powers to try, and even to dispose of fines in accordance with their custom, giving the convicted party the right of appeal to the tribal-ward court, which was established subsequent to the law here being discussed. I do not advocate, as a general principle, the legalizing of whatever can not be prevented, but it is entirely within the discretion of a government to do so when no moral principle is involved.

Under this law the district governor had practically no way of enforcing ordinances or law without the full consent of the Moros. The deputy headmen, under the headman, were the policemen of the ward. If they failed to arrest criminals they could only be removed; if those so removed were the real recognized chiefs and headmen of their people (as must generally be the case if they are of any value) they could not be replaced by anyone more reliable. And if all or a

considerable proportion of the violators of law and ordinances in an entire district could have been arrested no jail room could have been provided for the number of cases that would have accumulated before they could be tried by any court then provided for.

The next step was taken more than a year and a half later. On October 6, 1905, was enacted the Tribal Ward Court Law (Act No. 142).

So far as the terms of the law could do so, there was at once created in each tribal ward a tribal-ward court, presided over by a justice. Such number of auxiliary justices were to be appointed as the legislative council might direct. The district governors and secretaries were made *ex officio* justices of all the tribal-ward courts in their respective districts. The sessions of each court were required to be held, within the limits of its tribal ward, at such times and places as the district governor should, by written order, direct.

These courts were vested with jurisdiction only in civil actions when the parties in interest, or any of them, were Moros or other non-Christians, and in criminal actions when the accused or any of them were Moros or other non-Christians. Within these limits they had the same jurisdiction as courts of justices of the peace. They had power to make preliminary investigations of all those criminal offenses, jurisdiction to hear and determine which was vested in Courts of First Instance, provided the accused, or any of them, were Moros or other non-Christians. These courts also had jurisdiction to try and determine violations of the district ordinances.

With certain exceptions, the rules relating to process, pleading, practice, and procedure in tribal-ward courts were the same as those provided for courts of justice of the peace.

The headmen and deputy headmen were deputy officers of the court within their tribal ward.

No costs of any kind could be taxed or awarded in any action or proceedings. Fines accrued to the provincial treasury.

In case of any judgment an appeal lay to the Court of First Instance, and on such appeal the action was to be tried *de novo*.

It will be observed that under this law, as under the former one, headmen were deprived of their immemorial power to try cases, whether trivial or important; that there was still no effective civil process provided for the arrest of criminals; that crimes committed in the Moro country beyond the vicinity of military garrisons could be known to the authorities only if the headmen chose to report them and the criminals could be secured only if the headmen chose to arrest them; and that it was a fair presumption that the headmen would continue their ancient practice of trying and punishing offenses according to their ancient customs and without any warrant in our law. There is a marked tendency to willingly report alleged offenses only in cases of disputes between wards

whose people and chiefs are at feud. They know that we will not allow them to fight the quarrel out as they did in the old times and their only recourse is to the district governor and the tribal-ward court. In such cases the reports are as likely as not to be without justifiable cause.

In the greater part of the Moro country the justices and auxiliary justices contemplated by the law are not available. There are no Americans there. The native has no notion of the procedure by which our law is applied or the processes by which it is enforced. If, when acting as an officer of the law in effecting the arrest of a criminal, the latter is killed in resisting arrest, he is quite likely to cut off the criminal's head and send it in to the authorities in a bamboo basket as an evidence of his zeal and good faith. Such men can not be intrusted for a very long time to come with the application and enforcement of an alien system of law. Our whole present theory rests upon the fact that we have disapproved the Moro laws which the Moros themselves approve; and that we have determined to substitute for them laws which we think more rational and humane but which are neither rational nor humane to the Moro because he does not understand the philosophy upon which they rest and because they punish with death acts which to him are trivial offenses and let off with little or no punishment acts which to him are the gravest crimes.

These facts are stated only in the hope of giving some idea of the tremendous difficulties which impede the progress of our ideas among these people. I think that the time has come to take further steps, even were there a risk of exciting temporary resistance, to bring about compliance with our system. But, with certain modifications in our system, the risk of resistance would be minimized. The following are some of the modifications that could be considered :

1. To vest by law in the headmen power to try certain cases, with right of appeal by the convicted party to a tribal-ward court presided over by the district governor or secretary, and with the right, for the present, to dispose of fines in accordance with Moro custom. The law should fix the fines in each case. This (except that their fines now are more or less arbitrary) is what they do anyway, over a large part of the country, because we have no means to prevent it. This necessarily weakens the Moro's respect for our system. If we formally legalize it, he will find, to his surprise, that American law is, in part at least, his own law and it is conceivable that he will begin to look with less disfavor upon that part which is American and not his. Under their present custom the fine imposed upon the convicted party is divided in certain proportions between the aggrieved party and the native court. Our law should define these proportions, and when our revenue is sufficient to pay the headman a proper salary his proportion of the fine will be willingly turned into the treasury.

2. To establish in each district one or more native courts or boards of arbitration with formal power to decide according to their customs all disputes about property between Moros, which involve no crime of violence; the property to pass according to the decision of the court, but with no power to award punishment by fine or otherwise. The losing party should have the right to appeal to a tribal-ward court presided over by the district governor or secretary, or to the Court of First Instance, according to the amount involved. If the case involves a crime of violence, it should be tried by the tribal-ward court or the Court of First Instance, according to the character of the alleged crime.

3. To legalize Mohammedan marriages and to vest the above-mentioned court or board of arbitration with power to decide all cases growing out of the family relation. Punishments should be prescribed by the law in reasonable accord with native customs but involving no degrading or inhumane condition. There should be the right of appeal to the district governor's tribal-ward court and in certain cases to the Court of First Instance.

A system involving the three foregoing elements would cover the great majority of cases arising in the Moro country. The tribal-ward court presided over by a native justice would disappear. Cases now triable by that court would come before the district governor's court only on appeal from a native court. The name of "tribal-ward court" could properly be retained since this court would sit either at the district capital or within the limits of a tribal ward in the discretion of the governor, according to the case or cases to be tried on appeal.

Under any system of law in any country a great mass of cases are those in the settlement of which the government has no special interest, while there is a much smaller number of cases the disposition of which bears upon the general welfare of the entire community. The first class is represented by *John Doe vs. Richard Roe*; the second class, by the *State vs. John Doe*. What appeals to me as the advantage in a system constructed on the general lines suggested above is that it puts the disposition of the first of these classes of cases in the hands of the Moros, while the state will control the disposition of the others. And, of course, the state will exercise a constant watchfulness over the native courts and will have opportunity for control, by retrying cases that are appealed from those courts.

I believe that the native will accept what from our point of view would be a reasonably satisfactory and workable code, provided the great mass of cases that affect their daily life are to be tried by courts of their own, which we had legalized. And I believe that with this concession to them, their unwillingness to assist the government in enforcing the laws relating to the graver crimes would more quickly disappear:

THE CONSTABULARY.

The services of the Constabulary in the Moro Province have been of the greatest value and reflect the highest credit upon that admirable body. This is due to the high character, ability, and good judgment of the officers that have always been selected to command the Fifth Constabulary District and to the same qualities in the officers of the corps serving under them. It has always been our policy to utilize these officers to the utmost in the work of the civil government, and many positions of trust and importance have been filled by them with credit to themselves and to the satisfaction of the administration. Their services in the field have been equally commendable. At the present moment their principal work in this direction is in reducing the country back of the eastern shore of Lake Lanao to a law-abiding and orderly condition.

CHANGES IN PERSONNEL DURING THE YEAR.

Provincial secretary	Capt. G. T. Langhorne, Eleventh Cavalry, resigned September 8, 1906; Capt. J. P. Jervey, C. E., detailed to perform duties, appointed provincial secretary September 21, 1906, in addition to duties as provincial engineer, upon reduction of legislative council.
Provincial attorney	John E. Springer, appointed judge Court of First Instance, Fourteenth District; Richard Campbell, appointed attorney October 19, 1906.

COTABATO DISTRICT.

District governor	Maj. Chas. T. Boyd, Philippine Scouts, relieved October 27, 1906; Maj. C. C. Smith, Philippine Scouts, appointed October 28, 1906; Maj. A. B. Foster, Philippine Scouts, appointed June 26, 1907.
District secretary	L. P. Hamilton, relieved September 10, 1906; Capt. H. Gilsheuser, Philippines Constabulary, appointed November 12, 1906.
District treasurer	S. R. Beard, resigned November 30, 1906; Matthias Hugo, appointed December 1, 1906.

DAVAO DISTRICT.

District governor	Lieut. Allen Walker, Philippine Scouts, appointed July 14, 1906, vice Lieut. E. C. Bolton, deceased.
-------------------------	--

LANAO DISTRICT.

District governor	Maj. E. W. Griffith, Philippines Constabulary, resigned November 10, 1906; Capt. John McA. Palmer, Fifteenth Infantry, appointed November 11, 1906.
District treasurer	B. A. Crump, resigned July 31, 1906; G. W. C. Sharp, appointed November 1, 1906.

SULU DISTRICT.

District governor Col. E. Z. Steever, Fourth Cavalry, appointed July 5, 1906.
 District secretary Capt. J. H. Reeves, Fourteenth Cavalry, resigned April 10, 1907; Capt. Chas. C. Farmer, jr., Fourth Cavalry, appointed June 12, 1907.

ZAMBOANGA DISTRICT.

No changes.

Very respectfully,

TASKER H. BLISS,
Brigadier-General, United States Army,
Governor Moro Province.

The EXECUTIVE SECRETARY,
Manila, P. I.

